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THE COMMONWEALTH OF MASSACHUSETTS

BOARD OF EDUCATION

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ANNUAL REPORT

1984 - 1985

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John H. Lawson, Commissioner of Education, Secretary

INTRODUCTION

The members of the Board of Education take great pride in transmitting this annual report, the one hundred and forty-eighth in its history. The report for 1984-1985 represents an accounting of the Board's stewardship over elementary, secondary and adult education in the Commonwealth. While not totally inclusive of all of the activities under the responsibilities of the Board and Department of Education, the report represents a description of those operational priorities to which major attention was focused during the school year.

The report is organized under headings which outline a longer-range state role in the governance of public education. These elements - Educational Program Improvement, Organizational Strengthening and Capacity Building, Equalization of Educational Opportunity, Public Accountability, Interagency Coordination, and Efficient Agency Management - provide a framework for the achievement of the Board's goals and objectives for education in Massachusetts.

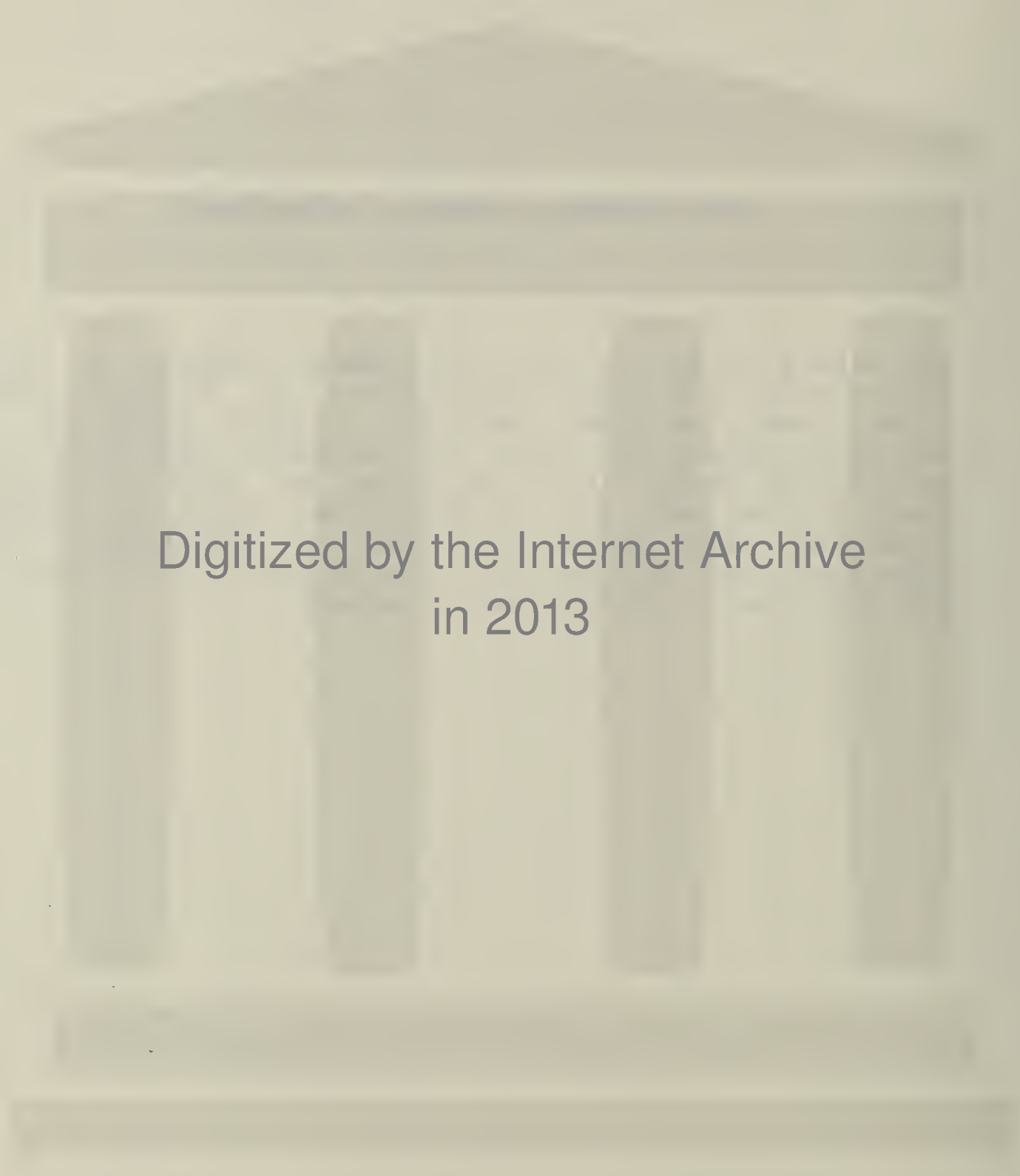
The progress demonstrated in this report represents the efforts of the Board and Department of Education staff, and reflects the support received from local school officials, the public, Governor Michael S. Dukakis and executive agencies of state government, and from the Great and General Court. This progress was achieved despite the very substantial additional responsibilities associated with the Boston School Desegregation Orders, the development and support of educational reform proposals and related legislation, and the design and implementation of a comprehensive management study of the Board and Department.

As the Board and Department now plan for the 1985-1986 school year, attention will be directed upon the implementation of Chapter 188 of the Acts of 1985, the new public school improvement law, which was enacted shortly after the start of the new fiscal year. The emphasis on this far-reaching measure will be complemented by Board-initiated examinations of Vocational, Transitional Bilingual and Adult Education policies and programs; a review of the Board's goals and objectives, the development of a management plan; and the expansion of technical assistance to local school districts, especially in the areas of curriculum and management improvement.

To the staff of the Department and to Commissioner John H. Lawson, the Board extends its appreciation for the dedication and support in the achievements noted in this report.

EDUCATIONAL PROGRAM IMPROVEMENT

The state role is (a) to assure access to all educational offerings regardless of student race, color, sex, religion, national origin, handicap, or economic condition; (b) to promote diversity and quality in educational programs so that individual needs can be met; (c) to administer state and federal funds so that areas in need of improvement are addressed; and (d) to assist in evaluating the quality and outcomes of educational programs.



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BASIC SKILLS IMPROVEMENT

During the year technical assistance was provided to 209 (55%) school districts in the Commonwealth: onsite visits and workshops in basic skills areas, resource bank information, assistance in preparing Commonwealth Inservice Institute grant applications, and brokering resources among communities. 12 of the 15 communities with large percentages of minority students not currently meeting local standards were given assistance.

Reviews of local basic skills improvement programs were completed in 53 (17%) school districts and focused on the availability and quality of remediation programs. Follow-up and remedial activities in these communities included diagnostic testing, additional instruction in regular classrooms, small-group instruction, placement in remedial level classes at the high school, and placement in special courses designed specifically for improving basic skills.

Program reviews showed that the Basic Skills Improvement Program has been implemented successfully. In particular, effective remedial programs were found in the 4 vocational-technical schools reviewed.

38 basic skills forums were held in regional centers, attended by 1400 teachers and administrators from over 200 school districts. Basic skills resource banks were available to school personnel, and information packets on these banks were prepared and distributed at conferences and workshops. 90 Commonwealth Inservice Institute basic skills grants were awarded in the areas of: reading (19), writing (29), mathematics (17), writing/word processing (3), listening/speaking (3), vocabulary development (1), spelling (1), and other (17).

19 school districts with reading and mathematics standards at or below average and test scores substantially below average were notified by the Commissioner. Of these 19, 12 filed amendments to raise their standards. Department staff continue to work with the remaining 7 communities to raise their standards.

31 school districts with reading and mathematics standards and test scores substantially above average were sent letters of commendation.

Basic skills annual report forms were developed and distributed. The Fourth Annual Basic Skills Improvement Report was presented to the Board in February, and 6 regional workshops were conducted in March and attended by over 300 school district personnel.

Curriculum Assessment

The Board of Education approved the general plan for a new statewide curriculum assessment program at the August 1984 meeting, and in February 1985 the Board approved a specific plan for a curriculum assessment to be conducted in 1986. Draft regulations were developed. However, new legislation introduced as part of House 5959 modified the assessment plan and delayed hearings on the proposed regulations and on test development. Resumption of implementation of the Board's policy depends upon final action by the Great and General Court.

IMPROVEMENTS MADE IN THE EDUCATION OF SPECIAL NEEDS STUDENTS

\$320,000 in special education and occupational education funds was awarded to 10 schools to provide occupational education programs for 258 secondary school-aged handicapped students. Evaluations will be conducted at the conclusion of each project.

61 school districts were monitored on site. 24 program audits or compliance reviews were completed and follow-up monitoring visits were made to 37 districts. Monitoring activities, limited by staff shortages, indicated improved programs at the secondary level, increased development of programs in public schools to serve students previously placed outside the districts, a need for more inservice training to update regular and special education teachers, and a growing difficulty in recruiting certified special education teachers and occupational and physical therapists.

Desk reviews of 120 school districts were completed and 11 school districts were monitored for disproportionate placement of minority children. Monitoring results indicated more special education program options for limited English-proficient students, and fewer substantially separate and more resource room programs. The Department, the Boston Public Schools, and the University of Massachusetts/ Boston received a federal training grant to meet the current shortage of certified bilingual special education teachers.

Monitoring instruments were evaluated and modified. The system for monitoring for disproportionate placement of minorities will be reviewed in an effort to incorporate it into regular monitoring mechanisms.

Quarterly reports were presented to the Board on the effectiveness of the new private special education schools' regulations. Program monitoring standards were developed and field-tested in 32 programs. Team monitoring system procedures were finalized. All Chapter 766 approved private schools filed computerized applications and were visited on site. An electronic

application, quarterly reports, fiscal data, and a monitoring system were computerized. Modifications to the present private school regulations will be solicited from appropriate parties, and any necessary changes to the regulations will be presented to the Board in FY86.

Boston

The Department issued a monitoring report in December 1984 on Special Education in Boston and delivered a report to the Court in April 1985, as scheduled. Boston implemented a self-monitoring system. Once the compliance tracking system is fully operational and acceptable, recommendations for disengagement will be evaluated.

Early Childhood Special Education

\$281,000 was awarded to 29 school districts and collaboratives for early childhood programs to expand state-of-the-art programming, develop innovative programs and methods, provide services to those not previously served, develop programs to help parents and professionals work cooperatively, and develop and improve pre-school programs. 1460 children and 840 parents were served.

Program and Staff Development

\$238,000 was awarded to 66 school districts (20 urban, 24 suburban, and 22 rural) for program improvement and staff development in all areas. 7,000 students benefited by learning to focus on and complete tasks, by improving mathematics and language arts skills through computer-assisted instruction, or by receiving more appropriate services as a result of program evaluations. Overall impact will be assessed upon completion of all projects.

Demonstration Centers Established

3 technology centers were established: on adaptive equipment design at Lakeville Hospital, interactive electronic and mechanical learning technology at the Hogan Center, and computer-assisted instruction at the Parmenter School in Franklin. Equipment for the Vision Resource

Library was installed; a student/teacher information data base is being developed; and teacher training, demonstrations, and orientation sessions are scheduled to begin in the Summer.

OCCUPATIONAL EDUCATION

22 Occupational Education program audits of school districts were completed. 215 school districts operating Chapter 74 programs or federally-funded vocational education programs were monitored on site.

Evaluations of vocational education programs indicated an increase in the amount of state-of-the-art equipment over previous years, a greater involvement of advisory and craft committees in program planning and implementation, and a higher percentage of students in non-traditional occupations. The evaluations resulted in the discontinuance of 6 programs because of low placement rates, and pointed out the need for more stringent enforcement of safety regulations.

Boston

Department staff and legal counsel received approval to negotiate revisions of the Unified Plan at the February Board meeting. Meetings were held with the Boston Public Schools and the Black and Hispanic plaintiffs in the desegregation case, and recommendations for revisions are being prepared for the Board's consideration. 8 vocational/occupational education-related program areas were monitored. 3 areas of non-compliance were identified and the findings were incorporated in the fifth monitoring report to the Board on desegregation in Boston. Follow-up actions will be modified, as necessary, to conform to any revisions that might be made in the Unified Plan.

Secondary and Post-Secondary Programs

\$1.6 million was awarded to 18 school districts to fund Adult Short-Term Training Programs serving 1900 clients, and \$3.5 million was awarded

to 84 districts for secondary programs serving 25,000 students. All programs were designed to meet the needs of new and expanding Massachusetts industries, particularly high technology. All programs met enrollment and retention goals. It is anticipated that at least 85% of the students will be placed in jobs related to their training.

13 community-based organizations were awarded a total of \$439,000 to provide 703 students with occupational education-related services. Project staff worked with school districts to provide support services to in-school youths in order that they might successfully complete their vocational education programs.

Competency-Based Vocational Education Curriculum

Competency-based vocational education curriculum was developed in 7 new program areas, including electrical technology. Materials will be printed and made available in FY86. 32 vocational schools have been involved in competency-based curriculum development to date. A public information tape on competency-based curriculum was produced and disseminated statewide. Inservice training in the development and implementation of competency-based vocational education curriculum was conducted for the superintendent-directors and teams of instructors from 12 project vocational schools. A competency-based curriculum for teaching mathematics and science in vocational programs was developed and will be available in the Fall.

Model Sex Equity Projects

\$98,500 was awarded to 8 school districts. Projects focused on vocational training in non-traditional, high-demand occupations for junior high school students, inservice training in non-traditional recruitment and retention strategies for sending and/or vocational school personnel, and on the development and dissemination of nontraditional student recruitment materials.

Priority Populations Served

\$1.9 million was awarded to 10 large urban school districts for programs for these target populations. In addition, Boston, Cambridge, and Worcester received a total of \$30,000 to implement sex equity programs. Equitable admissions plans are being finalized for those school districts which are required to have plans: Greater Lowell, Greater New Bedford, Somerville, and Worcester. There has been a 45% increase in female enrollment in vocational schools (whereas total enrollment increased by 15%) in the 7 years since the Department has been collecting data on the Admissions Update Process.

Inservice training on equity issues was provided for 200 sending school and vocational school personnel. \$30,000 was made available through the Commonwealth Inservice Institute for training of teachers, administrators, and parents on providing occupational education and related support services to minority, non-traditional, limited English-proficient, and handicapped students. Technical assistance on implementing equitable admissions policies and practices was provided on site with individual schools and through the publication of a series of 4 model programs and resources to assist districts in their efforts to recruit, retain, and place priority population students. 2 of the models were named 1985 Exemplary Products by the National Center for Research in Vocational Education at Ohio State University. Civil rights monitoring of occupational education programs included a review of school practices regarding the dissemination of recruitment information to students. \$300,000 in federal funds was awarded to school districts and community colleges for 11 projects to assist 300 displaced homemakers to develop skills that will enable them to re-enter the work force. The Department continued to assist school districts

through inservice efforts; by supporting and helping to disseminate information on peer support groups; and by developing resources and coordinating resource-sharing between schools, community, and trade/industrial organizations.

Emphasis on Academics

\$1.4 million was awarded to 44 selective secondary vocational school districts for all proposals that met funding criteria in order to develop model academic support programs to improve the preparation of 3,000 academically-disadvantaged students enrolled in vocational programs. Program models were of 2 general types: classroom and remedial instruction of academic subjects (such as mathematics, science, language arts, or social studies), or the identification of mathematics and science competencies required in vocational programs and the integration of those competencies into shop settings.

Industrial Arts

An assessment of industrial arts programs indicated a strong need to update programs and curriculum to introduce students to state-of-the-art technology. 2 workshops on curriculum development and model industrial arts programs were attended by 50 industrial arts teachers. Funds and technical assistance will be made available in FY86 to school districts to develop model modern technology industrial arts programs.

CURRICULUM REFORM ADVANCED

The Department conducted 38 regional curriculum seminars attended by 1200 teachers and administrators. These seminars were led by university and college faculty members, practicing teachers and administrators, and educational consultants. Topics included "Writing Across the Curriculum," "Interdisciplinary Approaches to Learning," and "Problem-Solving Strategies." Regional staff met with seminar participants in follow-up sessions.

which will continue into the Fall, to identify the impact of the series and to plan for next year's seminars.

GUIDANCE AND COUNSELING SERVICES

\$1 million was awarded to 98 school districts to conduct programs for 49,000 students emphasizing the improvement of guidance services and career decision-making skills. A major focus was also aimed at strengthening school district job placement capabilities.

A broad-based task force of 50 parents, teachers, counselors, administrators, students, human service providers, and business and labor representatives was appointed by the Board in February to assist the Department in conducting a survey of the strengths and weaknesses of local elementary and secondary counseling services. Goals and work plans were developed by 4 subcommittees of the task force, but more will be accomplished in this area next year. A report will be made to the Board in May 1986.

COMMUNITY AND ADULT EDUCATION

\$3.3 million was awarded for 77 programs (65 instructional and 12 special projects) serving 28,000 adults who lacked a high school diploma or its equivalent. 22,400 of the adults served (80%) lacked an 8th grade education. An average of 10,000 adults pass the high school equivalency examination annually.

A publication, Schools and Communities: Working Together to Enrich K-12 Education, describing 3 models, 30 programs promoting K-12 education, and 240 additional case studies in community education will be printed in July and distributed to superintendents, principals, school committee chairpersons, PTA presidents, regional centers, and the National Community Education Network in the Fall. 50 case studies on generic school-community partnerships were developed and 100 communities received technical assistance. 3

regional conferences on promoting volunteer programs were attended by the staff of 275 volunteer and school programs. 6 regional conferences on the development and effective use of advisory councils were attended by 500 state and local advisory council members, and a pamphlet on advisory council organization will be printed in July and distributed to advisory councils, superintendents, and school committee chairpersons in the Fall.

**TRANSITIONAL BILINGUAL
EDUCATION AND FOREIGN
LANGUAGES INSTRUCTION**

Comprehensive program reviews were conducted in Boston (as part of the Court-ordered monitoring), Newton, and New Bedford. Intensive program monitoring was conducted in 30 additional school districts. The results of these monitoring visits and reviews were mixed. Most districts are in compliance with the law and regulations, but several non-compliance issues were identified: lack of services to significant numbers of new Southeast Asian refugees, over-representation of Limited English-proficient students in special education programs, and provision of English as a second language programs where the law requires bilingual programs. Each of these issues is being addressed by Department staff.

6 workshops and 2 major conferences conducted by the Department were attended by 1200 teachers, administrators, and parents.

Department staff assisted 21 school districts in initiating cooperation between bilingual and foreign language departments by a number of means: development of a language model brochure, distribution of a booklet on "Cross Cultural Communication in the Classroom," and sponsorship of or participation in meetings for school district personnel on cooperation with respect to bilingual and foreign language instruction.

EARLY CHILDHOOD AND PARENT EDUCATION

A Board established task force on early childhood education completed its deliberations and presented draft policy recommendations.

An early childhood conference co-sponsored by the Department and Boston College was attended by 300 teachers, administrators, parents, and higher education personnel. \$23,000 was awarded through the Commonwealth Inservice Institute for 17 programs serving 258 teachers, administrators, and parents from 16 school districts. Evaluation reports indicated that participants made direct use of skills learned in the training to provide improved services for this population.

The pilot kindergarten program was continued for its second year and expanded to include New Braintree, Granville, and Sandisfield. Site visits were made and interviews were conducted with all school district project administrators and teachers, and some parents.

MATHEMATICS AND SCIENCE EDUCATION

A Fall Leadership conference, which focused on strategies to improve mathematics and science education, was attended by over 100 teachers, administrators, and representatives of higher education, business, and industry. A newsletter highlighting conference proceedings and other mathematics and science news was disseminated widely across the state. 2 regional workshops on equity and mathematics, science, and technology were attended by 90 teachers, administrators, and school district Chapter 622/Title IX coordinators. A publication providing information on model programs and curriculum for elementary school teachers, Science to Challenge the Gifted--Designing Effective Elementary Programs, was produced and distributed to all superintendents and teacher/coordinators of programs for gifted students. 17 Commonwealth Inservice Institute programs on mathematics and 5 on science were funded.

The state application for the federal Title II mathematics and science program was developed by the Department in conjunction with the Board of Regents of Higher Education and the Governor's Office of Educational Affairs and submitted to Washington. This program emphasizes teacher training and the improvement of services to underserved populations, including females and minorities, and will begin in FY86.

The Governor appointed an advisory committee to consider plans for a statewide residential high school of mathematics and science for gifted and talented students. The Commissioner is an ex-officio member of this committee. The committee initiated its study and research, and held a major planning meeting in June. Funds to support the committee's work were continued into FY86 so that the committee may complete its report.

GIFTED AND TALENTED EDUCATION

3 statewide conferences attended by 900 teachers, parents, and administrators were co-sponsored by the Department with the Governor's Office of Educational Affairs and the Board of Regents of Higher Education, Boston College, and the Massachusetts Association for the Advancement of Individual Potential. 1000 copies of Arts in Education: Options for Challenge were developed with the Cultural Education Collaborative and distributed to all districts. 1200 copies of Summer Opportunities for Gifted and Talented Students were mailed to parents, teachers, and students on request.

SUBSTANCE ABUSE PREVENTION EDUCATION

\$100,000 was awarded to 52 school districts for 54 projects: planning and development of substance abuse prevention programs (25) and inservice education programs (29). Programs were developed by broadly representative school and community advisory groups, and consisted of components on curriculum, inservice education, and discipline practices and procedures.

ORGANIZATIONAL STRENGTHENING AND CAPACITY BUILDING

The state role is to strengthen school district governance and operations. Town, city, and regional school districts are the key agents under Massachusetts law for carrying out the state responsibility for public elementary, secondary, and adult education. It is a state responsibility to promote structures and services which strengthen local capacity to educate the Commonwealth's children and adults and to hold districts accountable for meeting state standards and laws.

INSERVICE EDUCATION PROGRAM multi-year inservice grant program was developed and will be pilot tested in FY86. Priority will be given to programs that serve the disadvantaged and/or previously underserved student populations, and to programs that develop a framework for continual, participant-initiated staff development activities. Leadership academy models for the training of administrators were studied in response to requests from administrators and in anticipation of educational reform legislation. A statewide planning group was organized to develop inservice activities for principals. Institute grants were included as one element in the plan for identifying resources to be made available to school districts upon any requests for technical assistance.

The Board, through its Commonwealth Inservice Institute, awarded 467 grants totaling \$697,000 to 247 different school districts, collaboratives, and Chapter 766 approved private schools. 13 of these grants focused on equity issues; 18 on improving instruction in reading; 30 on writing; 18 on mathematics; 23 on learning strategies to strengthen students' critical thinking, problem-solving, and study skills; 2 on the application of current "effective schools" research; and 14 on promoting the arts in the school curriculum. 217 grants trained teachers of economically dis-advantaged and 17 were for teachers of "gifted" students. 10 school districts which had not previously received Institute grants were funded, leaving only 20 districts which have not yet received Institute grants. Evaluations by participants indicated their strong satisfaction with the training and that they are making direct use of the skills learned in training to improve instruction.

CURRICULUM AND INSTRUCTIONAL TECHNOLOGY

3 Software review services were made available in January and subsequently used by 400 education personnel from 50 school districts. 12 demonstrations, workshops, and computer users group meetings were conducted, and Department staff participated in 9 conferences across the state attended by a total of 650 teachers and administrators.

Mathematics instructional software, "It Figures," will be distributed to school districts during the 1985-86 school year. The problem-solving package, "Solutions Unlimited," was completed in February and publicized, and 44 orders from school districts are being filled. Feedback on "Solutions Unlimited" from letters sent by school districts and responses after conferences has been uniformly positive.

143 communities joined the Chapter 1 statewide computer center, which opened in March. Services to the Chapter 1 staff include workshops on computer and software use and on software evaluation, an extensive software library, technical support for users, opportunities to purchase software at a substantial discount, product demonstrations, a library of periodicals for teaching ideas, and opportunities to work with other teachers on instructional applications.

164 programs in 14 series were acquired and made available to all school districts in the Commonwealth by means of broadcast on Massachusetts Educational Television. 70 school districts made 60 requests for lending library services and 75 requests for videocassette duplication services.

The consortium of 33 states and 2 Canadian provinces supported the production of 7 units of a print and videotape curriculum on the principles of technology. Department staff assisted the 2 regional vocational technical schools which served as the official pilot test sites. Department staff and pilot teachers presented 3 workshops on the curriculum to 200 teachers from 35 vocational schools. Project evaluation results indicated significant learning gains for most students at the pilot sites.

Resource Banks

Science and health resource banks were completed, a language arts bank will be available in the Fall, and work on an equity bank was begun, bringing the total number of resource banks to 12. Work was begun on updating/expanding the writing and international studies/foreign language banks. 8 resource banks were computerized: reading, mathematics, science, instructional technology, international studies/foreign languages, gifted and talented, health, and program evaluation. 400 requests for information from the banks were received.

SCHOOL EFFECTIVENESS AND STUDENT DISCIPLINE

Department staff continued to work with the 6 secondary schools participating in the Effective Schools Project. 4 of the participating school districts applied for and were awarded Commonwealth Inservice Institute grants for training on improvement of instruction, improvement of school climate, and planning for the application of effective schools research to the participants' own schools and districts.

2 drafts of a comprehensive guide to student conduct and discipline

10
were prepared by Department staff and reviewed by 20 professional associations. The effects of any new educational reform legislation will be incorporated into a final draft, and it will be reviewed extensively and distributed to school districts in FY86. At the Board's request, the Department developed and disseminated a proposed policy governing the suspension of students with special needs. The proposed policy was distributed to all superintendents and to 20 organizations and advisory committees for review. Their comments will be considered and final recommendations on the policy will be presented to the Board in the Fall of 1985.

SUPPORT FOR URBAN SCHOOL DISTRICTS

Intensive assistance was provided to 15 school districts: Boston, Chicopee, Fall River, Fitchburg, Framingham, Haverhill, Holyoke, Lawrence, Leominster, Lowell, Lynn, Salem, Springfield, Westfield, and Worcester. The Department sponsored a symposium on equity and effective schools featuring 26 schools from 7 urban districts: Boston, Cambridge, Holyoke, Lowell, Medford, Springfield, and Worcester. The Department also continued to provide support and encouragement to the activities of the Consortium of Chapter 636 Superintendents, a group of 12 superintendents of desegregating school districts. Included among these activities were: 3 workshops--on dropouts, bilingual education, and program evaluation--and a conference on parent involvement and choice.

COLLABORATION, REGIONALIZATION AND COST EFFECTIVENESS

\$24,000 was awarded to fund 8 cooperative projects involving 56 communities. Mini-grants were awarded to encourage and support planning efforts among school districts in areas such as

developing school-business partnerships; purchasing or developing curriculum materials and programs, including programs for gifted and talented students; and reducing costs for residential placement of emotionally disturbed adolescents.

Department staff reviewed legislative proposals and prepared recommendations for Board positions on school district consolidation. A task force involving school district officials was convened to review regional school district policies, procedures, and reimbursement programs.

20 school districts received technical assistance in the preparation of school budgets and annual reports and in the design of accounting policies and procedures. The City of Lynn received extensive assistance through the collaborative efforts of the Departments of Education and Revenue.

6 regional workshops were held to assist 250 school administrators in implementing cost-effective school and collaborative business practices.

SCHOOL TRANSPORTATION PROGRAMS

14 school districts received intensive technical assistance in the development and implementation of transportation policies and procedures. 12 school districts were identified to participate in a pilot project to automate pupil transportation routing and scheduling throughout the state. Further efficiencies will be achieved through the development of software which will be pilot tested, revised, and made available to school districts in FY86.

EQUALIZATION OF EDUCATIONAL OPPORTUNITY

The state role is to assure that constitutional and legislative requirements for public elementary, secondary, and adult education are met. The state also is responsible for seeing that education is financed in a manner which is equitable and for providing leadership to promote equal educational opportunity in the Commonwealth.

INCREASED AND EQUITABLE
FINANCING FOR EDUCATION

The Board again filed a budget request for 50% state aid to education. The Board supported sections of educational reform legislation that would achieve this goal. The Commissioner urged the Secretary of Administration and Finance and members of the Legislature to direct state revenue to meet this objective. Department staff provided extensive assistance in compiling and analyzing data and in reviewing and developing recommendations on funding proposals. The Governor proposed an additional \$62 million in Chapter 70 funds in his FY86 budget, which would increase the state's share to 40%. The Board, in its draft 5-year plan, recommends a level of 60% state support in keeping with national trends. Accountability of districts was supported in the development of educational reform legislation.

While the constitutional challenge to state educational funding has yet to go to trial, efforts to assist the Department of the Attorney General continued throughout the year as attorneys prepared for a hearing before a Court-appointed Master, scheduled for July 9, 1985. Numerous depositions were taken during the Summer of 1984, expert witnesses were identified, interrogatories were answered, and conferences with the Single Justice were attended. The Bureau of Data Collection and Processing provided extensive assistance in compiling and analyzing data.

The Board supported relevant sections of proposed educational reform legislation. A Department report on the use of new local aid revenues in 1985 indicated that 79% of the Commonwealth's cities and towns increased school spending proportionately with the increase in local aid. In 1984, the comparable percentage was only 70%.

DESEGREGATION AND DEISOLATION PROGRAMS

In the Boston Desegregation case, the Board filed the third and fourth monitoring reports on June 26, 1984 and January 22, 1985, respectively. The fifth monitoring report will be filed on or before July 15, 1985. While the dispute resolution mechanism was not employed during the past year, negotiations on the modification of administrative screening orders were successfully completed during the Fall of 1984, and the Board began another series of negotiations for the purpose of discussing possible modifications to the student assignment orders in May 1985. During the past year, Judge Garrity disengaged (and relieved the Board of monitoring responsibilities) in the areas of Bilingual Education, Special Education, Pairings, Safety and Security, and Student Discipline.

Assistance and funding were provided to 12 communities for the following purposes:

Boston--new approaches to desegregation, resulting in the Court's approval and the partial implementation of selected modifications to the Student Assignment Plan. Results included increased parent choice and improved compliance with desegregation requirements.

Brockton--initial development of a comprehensive equity plan.

Cambridge--continued implementation of its comprehensive desegregation plan.

Fall River--initial development of a comprehensive equity plan.

Holyoke--continued implementation of its plan and expansion to secondary schools, including drop-out prevention.

Lawrence--initial implementation of its comprehensive desegregation plan and initial construction of 2 new desegregation-related schools.

Lowell--support of its 7 magnet schools and measures for addressing the recent influx of Cambodian and other refugee students.

Lynn--operation of its magnet school and initial development of a comprehensive equity plan.

Medford--continued operation of 2 magnet schools.

New Bedford--continued implementation of its desegregation plan.

Springfield--implementation of new measures to reduce isolation of Hispanic students.

Worcester--implementation of 2 additional magnet schools.

Support was provided for the operation of 65 magnet schools statewide.

Funding, technical assistance, and monitoring were focused on 46 comprehensive and vocational high schools. Enrollment remediation plans and onsite reports indicated that progress has been made in reaching enrollment projections. 26 districts received funding and technical assistance for programs for limited English-proficient students, especially refugees. 1200 school district personnel and parents attended conferences designed to help districts improve services for limited English-proficient students. Funds and technical assistance were made available to school districts for computer software and hardware for both skills training and academic programs that served disadvantaged and handicapped students. Technical assistance was provided to urban school districts in helping them plan or implement desegregation plans.

\$755,000 was awarded to fund 20 part-time magnet educational programs serving 7000 students. \$10.8 million was awarded to support the Metco Program operating in 38 school districts and serving 3,400 students. The Department developed regulations and a reimbursement formula for Metco special education student costs. Chapter 636 priorities were reviewed by

Department staff and school district personnel. Recommendations for modifying policy and priorities to focus more explicitly on compliance with desegregation orders and plans were approved by the Board in February.

PUBLIC ACCOUNTABILITY

The state role is to promote public awareness of, understanding of, and involvement in education. Public support of education carries with it an obligation for public accountability in a systematic and understandable manner, and school personnel must be responsive to public interest in education.

EDUCATIONAL REFORM EFFORTS

In January 1985, the Board adopted the following set of 6 priority areas toward which resources should be directed by 1990: additional state aid for public schools, equitably distributed; improved instruction through better training of and support for teachers; school committee improvement plans which guarantee equality for all students; state-wide student testing and curriculum assessment; an opportunity for all children to begin school physically, emotionally, and developmentally ready for formal instruction; and improvement in the management of schools and districts. These priorities were incorporated into both the Governor's and the Joint Education Committee of the Legislature's proposals for educational reform. The bill, House 5959, was engrossed in the House of Representatives and now awaits action by the Senate. The 1985 measure replaced the previous year's bill which failed enactment in the closing days of the earlier legislative session. The inclusion of these Board priorities represents a concentrated effort on the part of the Board, the Commissioner, and staff of the Department to seek support for these identified needs of students and the schools of the Commonwealth. The Board and the Commissioner worked closely with the Governor's office and the leadership of the Education Committee in the development of a proposal for the management study of the Board and the Department which will be completed in FY86. 2 of the Board's legislative proposals were enacted into law: one on school district regionalization and the other on school construction.

Members of the Board of Education participated actively in legislative activities, especially on educational reform, and in Regional Education Council deliberations. The Chairperson appeared before the

League of Women Voters Annual Convention, the opening of the 10th Year Celebration of Chapter 766, the state's elementary principals' association, the compensatory education teachers' meeting, and the Massachusetts Teachers Association's annual meeting. The Chairperson and Board members appeared at student arts award ceremonies, the school committees' and superintendents' annual meetings, industry and education forums, and the urban school districts' symposium. The Commissioner and Department staff increased their numbers of school visits, participated in over 150 media interviews, and issued 50 news releases on a wide range of topics from improved state Scholastic Aptitude Test scores to further progress in achieving equality of educational opportunity regardless of race, sex, national origin, or handicap.

Secondary School Curriculum

The first report on a curriculum survey of almost 3,000 seniors who graduated in 1984 was presented to the Board. This report described and analyzed the courses and programs taken by Massachusetts high school students and will be followed by more specialized reports, to be determined by the Board in FY86.

Ten Years of 766

Statewide events commemorating the 10th Anniversary of Chapter 766 during school year 1984-85 included a State House Kick-Off in October, a Division Staff Recognition Dinner in February, several Very Special Arts Festivals, and events sponsored by each regional center in May and June. A comprehensive slide presentation was made to the Board in October. A report which will document, through student case studies, the progress and impact of 10 years of special education will be available in September 1985.

Condition of Education

The first report on the Condition of Education was presented to the Board in March, revised, and disseminated to school superintendents, school committee chairpersons, state officials, and the Board of Regents of Higher Education.

The Board has received considerable praise for this initial attempt at describing local and national trends affecting education.

INTERAGENCY COORDINATION

The state role is to coordinate educational policies and services with other state and federal policies and services affecting children and families. Governmental actions can assist school districts or impede them in serving children and families. Particularly in special education and occupational education, there is need for close coordination and collaboration with other state agencies.

INFORMATION AND TRAINING PROGRAMS

2 publications on occupational information and training were developed and distributed to vocational counselors and school administrators: Directory of Licensed Occupations in Massachusetts and Careers and Training in the Allied Health Field. Job development guides, which identify major and moderate level employers by occupational areas, were prepared and will be distributed to guidance counselors across the state in FY86. The Department, Division of Employment Security, Office of Training and Employment Policy, and Massachusetts Rehabilitation Commission offered a 3-day workshop on "Improved Career Decision-Making" to 70 counselors from the state agencies and vocational schools. The Division of Employment Security also presented workshops to 45 superintendent-directors of vocational schools and to 300 sending and vocational school personnel.

Occupational Education

5 community colleges and 6 vocational school districts, an increase of one community college and 2 vocational districts over last year, jointly provided vocational education programs in the areas of electronics, chemistry, computer sciences, and automotive technology. \$45,000 in federal funds was awarded to develop models of coordination in occupational education between secondary schools and postsecondary institutions. Project findings will be analyzed and models of collaboration will be distributed to community colleges and vocational school districts.

Competency-based teacher education curricula for the 5 courses required for vocational teacher approval were developed by Division of Occupational Education staff in collaboration with the vocational teacher training colleges. Course content was validated by vocational educators, higher education teacher

trainers, and representatives from business and industry. The Competency-Based Vocational Teacher Training Program will be implemented in the Fall at 3 state colleges/universities: Fitchburg State College, Westfield State College, and University of Massachusetts/Boston.

SPECIAL PROGRAMS

Guidelines for the Massachusetts Teacher Incentive, the Mathematics/Science grant and the Commonwealth Scholars programs were implemented by Department and Board of Regents of Higher Education staff. The Board of Education approved selection criteria for the Commonwealth Scholars Program and 1000 candidates for Commonwealth Scholarships were nominated by the Board to be recognized at a reception co-sponsored by the Governor's Office of Educational Affairs, the Board of Regents, and the Board of Education in July. Board of Regents grant programs were implemented.

Job Training Partnership Act

\$1.5 million was awarded to fund 15 programs in 36 communities. Programs offered school-to-work transitional services to 2,200 students who will be completing their schooling this year. A Youth Coordinating Council, which provided coordination among state agencies, was created and supported by the Department and the Executive Office of Economic Affairs. The Council initiated a 2-year study of problems and issues in delivering services to court-involved youth, and to pregnant and parenting teens. 4 of the 15 programs were awarded \$500,000 by the Department and the Executive Office of Economic Affairs to serve as demonstration projects in providing services to assist these youths at risk of dropping out of school.

Correctional Facilities

A total of \$2.1 million in grants and service contracts was awarded for job training, special education, compensatory education, and adult basic education services for 5,000 eligible inmates of correctional facilities.

Public School Education,
Youth, and Employment

Upon the recommendation of its Task Force the Board adopted a Policy on Public School Education, Youth and Employment. The policy was printed and will be distributed to school districts; the Governor's Offices of Educational Affairs and Economic Affairs; educational, business, and vocational education associations and advisory councils; and other interested parties by the Fall.

Special Needs Students in
Private Schools

A proposed formula for assigning educational costs and care/support costs was agreed upon by the Department and the Department of Social Services. Upon adoption of new regulations, the Rate Setting Commission will allocate educational and care/ support costs according to the proposed formula and review the results with the Departments of Education and Social Services.

Transportation of
Service Agency Clients

Responsibility for the transportation of human service agency clients will be returned to the Departments of Mental Health and Public Health effective July 1.

Support School/Business/
Municipal Partnerships

The Department and 7 statewide education and business organizations collaborated to sponsor the second annual Industry-Education Partnership Forum which was attended by 300 teachers, principals, school committee members, parents, school business officials, and representatives of the business community and higher education. 9 regional meetings of 250 school and business leaders were held to promote local and regional cooperation.

3,000 copies of the proceedings of the 1984 Partners for Excellence Conference were printed and distributed to conference participants, all superintendents and school committee chairpersons, the Massachusetts Business Roundtable, selected members of Associated Industries of Massachusetts, the National Community Education Network, regional centers, and the public on request. 12 case studies and a guide to initiating and developing partnerships were developed and will be printed and distributed to superintendents, school committee chairpersons, and business and community leaders in the Fall. Technical assistance was provided to 55 communities, 15 colleges and universities, and 25 business, education, and community organizations.

In conjunction with the Executive Office of Communities and Development, a total of \$1.5 million was made available to cities, towns, and school districts for 151 projects designed to address critical management problems. \$730,000 was awarded for school and school/municipal projects assisting 78 school districts. Cooperative efforts focused on controlling fixed costs; centralized purchasing; shared facilities maintenance; shared data processing facilities and/or personnel functions; joint management training programs; and joint planning efforts.

EFFICIENT AGENCY MANAGEMENT

The state role is to establish policy, to administer state and federal education laws, and to provide leadership for public elementary, secondary, and adult education. In fulfilling this responsibility, the emphasis should be on efficiency and assistance as well as on regulation and monitoring. The State Department of Education should be an effective arm for carrying out the State Board of Education's responsibility to "support, serve and plan" education in the Commonwealth. At the same time, the Board should be a source of leadership, assistance, and information for school districts.

GOALS FOR EDUCATION

In order to implement a program for the advancement of the Board's goals for education a draft 5-year plan, consisting of 20 educational objectives, was developed and approved by the Board in March. Following action by the Legislature on educational reform and the completion of the management study of the Department, the Board will disseminate the plan to the general public for reaction.

AFFIRMATIVE ACTION AND CIVIL RIGHTS

A Memorandum of Understanding was negotiated with the U.S. Office for Civil Rights. Selected Department civil rights policies and procedures were reviewed and training for Department staff on civil rights monitoring was conducted. Civil rights orientation materials were developed and work on an equity resource bank was initiated. An interdivisional civil rights monitoring procedure for selected programs was developed and pilot tested, and will be reviewed in FY86.

Minority and female representation in the Department workforce is 14% and 63% respectively. Minority and female representation among contracted consultants is 21% and 61%. The Board's and Department's efforts in these areas compare most favorably with the statewide goals for minority and female representation which are 10% and 47%, respectively.

ORIENTATION AND INSERVICE TRAINING

3,300 participants attended 85 training, orientation, and staff development programs. 250 department staff were trained to use microcomputer and word processing equipment. A draft of a consolidated training package to be used for staff orientation was prepared and will be implemented in FY86.

26 Department staff completed a program evaluation training institute. Examples of final projects include "Review and Development of New Instruments for a

Bilingual Program Audit," "Revision of Nutrition Mini-Grant Evaluation Criteria," and "Performance-Based Teacher Education as a Method of Revising Courses Required for Vocational Teacher Approval."

Implementation of a state training program on human resource management for Department managers was begun by the Department of Personnel Administration. This program will strengthen managers' supervisory and evaluation skills and will prepare managers for the implementation of the planned statewide performance evaluation system.

COMPUTER-BASED MANAGEMENT INFORMATION SYSTEMS

18 word processing workstations were added, bringing the total to 148 in the Department, and a laser printer was installed. Microcomputers in the central office and regional centers were linked electronically with the word processing equipment. A technical assistance/training resource center was established.

Computer hardware and software were acquired. Priority attention is being focused on food service claims processing, which will be automated by the end of July. It is anticipated that the remaining 6 food service record-keeping system elements will be fully operational by January 1986.

3 regional workshops on the use of computers to prepare, edit, and transmit financial and program information were conducted and attended by representatives of 104 school districts. It is anticipated that 70 districts will submit FY85 information to the Department on computer diskette.

The Department joined the Center for Demographic Studies Consortium which will provide 10-year population projections for every city and town in the Commonwealth. A draft outline of a policy planning information system was presented to the Board in December. One

component of this system, a new "kind-of-community" classification scheme, was developed and pilot tested. When completed in FY86, the classification scheme will be widely disseminated. A Condition of Education Report, providing baseline educational information, was developed and distributed.

APPROVAL OF TEACHER PREPARATION

Amended regulations providing additional options for certification of teachers were implemented. 123 teacher preparation programs were reviewed using the revised reporting format. Of these, 66 were approved, 49 were deferred, 6 were denied approval, and 2 are pending. In lieu of a handbook for applications, a new simplified publication, Applying for Certification in Massachusetts, was developed. As a result of this publication and the regulatory changes, the time required to certify qualified candidates is now less than one month. Program approval based on the Board's competency-based standards, which include substantial field experience, has resulted in better-prepared candidates--as attested to by many who work with and employ new teachers.

EDUCATIONAL FACILITIES

Legislation for school improvement projects was implemented and pertinent sections of the Board's regulations were revised and adopted. State asbestos legislation was not enacted. However, federal legislation was passed, a state plan was developed and approved, and 96 applications (50 from public and 46 from private schools) were reviewed and filed with the U.S. Environmental Protection Agency in March.

FEDERAL AUDIT AND REPORTING REQUIREMENTS

Draft policy and procedures were prepared. The new policies and procedures will be implemented in FY86.

MASSACHUSETTS EDUCATION

A Statistical Analysis

Massachusetts Characteristics - Rankings

<u>Characteristics</u>	<u>Mass. Rank</u>	<u>Mass. Value</u>	<u>U.S. Value</u>
Total Population, 1982	11	5,781,000	231,534,000
Land Area	45	7,824	3,539,295
Percent Change in Population 1972-82	47	0.33	10.6
Population/Square Mile, 1980	3	733.3	64.0
Median age	7	31.1	30.0
Percent of Population, 65+	10	12.7	11.3
Percent of Population, Non White	35	6.5	16.9
Black	28	3.9	11.7
Asian	14	0.9	1.5
Native American	39	0.1	0.6
Percent of Population, Spanish	18	2.5	6.4
Percent of Population Living in Metropolitan Area	8	85.3	74.7
Percent of Total Persons Living in Another State in 1975	44	7.0	9.7
Birth Rate/1000 Persons, 1979	50	12.2	15.9
Marriage Rate/1000 Persons, 1980	43	8.5	10.9
Divorce Rate/1000 Persons, 1980	48	2.9	5.3
Death Rate/1000 Persons, 1980	14	9.0	8.5
Percent Housing Built Prior to 1940	2	47.3	25.8
Percent Homeownership, 1980	47	57.5	64.4
Crime Rate/1000 Persons, 1981	19	5,835	5,800
Percent High School Graduates, Aged 25 yrs. +, 1980	17	72.2	66.5

Percent Employed in Manufacturing, 1979	14	26.0	22.4
Average Weekly Earnings of Production Workers in Manufacturing, 1981	35	\$ 280.00	\$318.0
Per Capita Household Income, 1979	19	\$17,575.00	\$16,841.0
Per Capita Personal Income, 1982	13	\$11,128.00	\$10,491.0
Percent Change in Per Capita Personal Income, 1971 to 1981	43	143.0	151.8
Percent of Persons below Poverty Level, 1979	43	9.6	12.4
Construction Contracts, 1981	17	3.2 Bil.	150.2 Bil.
Manufacturing Employment, 1980			
-Export Related as a Percent of the Total Private Sector Employment	7	4.7	3.6
-Defense Related as a Percent of all Manufacturing Employment	6	6.9	3.6

Source: NEA, Rankings of the States, 1984

Number of Types of Public Schools and Percent Change,
Fiscal Years 1981, 1982, 1983, 1984

Type of School	Fiscal Year		Percent Change		
	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1981-1984</u>
Kindergarten (N,K)	34	19	15	15	-55.9
Primary (K-4)	334	282	272	268	-19.8
Elementary (K-8)	1,094	959	928	899	-17.8
Middle (5-8)	145	141	138	139	-4.1
Junior High (7-9)	175	164	160	153	-12.6
3-Yr. High (10-12)	59	59	59	59	0.0
4 Yr. High (9-12)	145	146	146	146	0.7
6 Yr. High (7-12)	50	50	50	50	0.0
Vocational High (9-12)	27	27	27	26	-3.7
Vocational Technical High (9-14)	23	23	23	23	0.0
Special School	38	32	30	28	-26.3
Other	52	11	20	21	-59.6
Total	2,176	1,913	1,868	1,827	-16.0

Source: School System Summary Reports, 1981-1984

Enrollment/Student Composition - Rankings

<u>Characteristic</u>	<u>Mass. Rank</u>	<u>Mass. Value</u>	<u>U.S. Value</u>
Public school enrollment, Fall 1983	14	879,258	39,401,474
Percent change in public school enrollment, Fall 1983	51	-3.27	-0.73
Fall 1983 enrollment in public schools as a percent of school age population, 1983	30	89.29	88.70
Fall 1980 private schools as a percent of total school enrollment	17	11.92	10.80
Pupils per square mile, 1981-1982	3	114.7	NA
Percent children under 18 years of age below poverty line, 1979	33	13.1	16.0
Percent of public and private elementary and secondary school enrollment participating in national school lunch program, 1981	31	58.01	57.59
Percent change in number of public and private school pupils participating in national school lunch program 1980-1982	50	-46.44	-15.59

Sources: Census, 1980, Rankings of the States, 1984, NEA
Public Elementary and Secondary Education in the United States 1981-82: A Statistical Compendium, NCES

Student Enrollment by Grade* for
1981-82, 1982-83 and 1983-84 School Year

Grade	Year		
	1981-1982	1982-1983	1983-1984
Kindergarten	56,908	57,404	57,718
1	60,490	60,075	61,638
2	59,038	57,115	56,578
3	60,383	58,079	56,644
4	65,097	59,824	58,068
5	72,298	64,687	60,008
6	77,107	72,315	65,058
7	78,035	77,813	73,807
8	78,232	76,924	76,397
9	83,729	80,824	80,291
10	82,707	79,923	75,987
11	81,497	76,670	74,193
12	78,561	74,577	70,088
Total	923,188	885,584	866,475

*Excluded are prekindergarten, undgraded and post graduate years in vocational education programs.

Source: Individual School Reports,
October 1, 1981; 1982; 1983

Massachusetts School Closings for
Fiscal Years 1982, 1983 and 1984

<u>Fiscal Year</u>	<u>Total Number of Schools</u>	<u>Number of Schools Closed</u>
1981	2176	----
1982	1913	263
1983	1868	45
1984	1827	41
Total Number of Schools Closed		349

Source: School Directory Update

School Finance Rankings

<u>Characteristics</u>	<u>Mass Rank</u>	<u>Mass Value</u>	<u>U. S. Value</u>	
Per Capita Property Tax Revenue of Local Governments, 1981-82		9	\$506.02	\$340.36
Per Capita State Tax Revenue, 1981-82	12	837.31	720.02	
State Tax Revenue in 1981-82 as a Percent of Personal Income in 1982		23	6.9	6.3
Public School Revenues Per Pupil in Average Daily Attendance, 1983-84		11	4,037	3,480
Estimated Percent of Revenue for Public Elementary and Secondary Schools from Local Government 1983-84		19	54.3	44.7
Estimated Percent of Revenue for Public Elementary and Secondary Schools From State Governments, 1983-84		34	40.0	48.7
Estimated Percent of Revenue for Public Elementary and Secondary Schools from the Federal Government, 1983-84		31	5.7	6.6
State and Local Government Expenditures for Local Public Schools as Percent of Total General Expenditures, 1981-82		39	23.2	24.5
Per Capita State and Local Expenditures for Local Schools (Including Capital Outlay) 1981-1982		29	456.12	468.34
Estimated Current Expenditures for Public Elementary and Secondary Schools per pupil in Average Daily Attendance, 1983-84 (Includes federal expenditures, operating costs of the State Department of Education, teacher pensions as well as state and and local operating costs).		9	\$3,739.00	\$3,173.00

Estimated Current Expenditures
for Public Elementary and
Secondary Schools in 1981-82
as Percent of Personal Income, 1982

30

3.9

4.0

Percent Increase in Estimated
Current Expenditures Per
Pupil in Average Daily Attendance,
1973-74 to 1983-84

7

229.0

177.6

Source: NEA, Rankings of the States, 1984

Massachusetts Integrated Per Pupil
Operating Cost, Fiscal Years 1972-1984

<u>Fiscal Year</u>	<u>Average Per Pupil Cost*</u>	<u>Average Percent Increase</u>
1972	964	--
1973	1,049	8.1
1974	1,152	9.8
1975	1,379	19.79
1976	1,493	8.3
1977	1,699	13.8
1978	1,821	7.2
1979	1,993	9.4
1980	2,200	10.4
1981	2,436	10.7
1982	2,442	.2
1983	2,660	8.9
1984	2,866	7.7

*Includes: State and local operating costs only; does not include: capital costs, State Department of Education costs, teacher pensions and federal program costs.

Source: End of Year Report

Educational Personnel Rankings

<u>Characteristic</u>	<u>Mass. Rank</u>	<u>Mass. Value</u>	<u>U. S. Value</u>
Total Instructional Staff (in full time equivalents) in Local Public Schools, October 1982	11	73,619	2,751,572
Total Non Instructional Staff (In full-time equivalents) in Local Public Schools, October 1982	16	24,546	1,216,976
Percent Public School Teachers Who Are Men, 1983-84	3	42.06%	31.65%
Estimated Average Salaries of Public School Teachers, 1983-84	15	23,000	22,029
Percent Increase in Average Salaries of Public School Teachers, 1973-74 to 1983-84	28	106.69	104.39
Percent Increase in Instructional Staff Salaries, 1981-82 to 1982-83	43	4.6%	7.5%
Public School Teachers Salaries, 1982	12	19,900	19,000
Classroom Teachers Per 100 School District Employees 1981-82	7	60.3	N/A
School Officials/Administrators Per 100 School District Employees, 1981-82	40	3.6	N/A

Sources: NEA, Rankings of the States, 1984.
NCES, Statistical Compendium, 1981-82

**Total Massachusetts Professional Instructional Staff
for Regular Day, Special, Bilingual / ESL and
Occupational Education in Full-Time Equivalents
for 1981-82, 1982-83, 1983-84 School Years**

	<u>1981-82</u>	<u>1982-83</u>	<u>1983-84</u>	Percent Change 1981-82 to <u>1983-84</u>
Regular	54,632.8	52,974.3	52,557.3	-3.8
Special	8,594.8	8,820.1	8,994.3	4.6
Bilingual/ESL	1,274.0	1,286.2	1,238.1	-2.8
Occupational	2,713.9	2,686.2	2,827.4	4.2
Total	67,215.5	65,766.8	65,617.1	-2.4

Source: School System Summary Reports, 1982, 1983.

